

United States Department of Justice



Community Relations Service FY 2017 Performance Budget Congressional Submission

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I. Overview for Community Relations Service

Introduction

The Community Relations Service (CRS), an agency within the U.S. Department of Justice, was established by Title X of the historic Civil Rights Act of 1964 (42 U.S.C. §2000g et seq.) and signed into law by President Lyndon B. Johnson on July 2, 1964. Title X of the 1964 law mandated CRS' creation and its duties and responsibilities. Pursuant to the Hate Crimes Protection Act, CRS is authorized to work with communities to help them develop the capacity to prevent and respond more effectively to violent hate crimes allegedly committed on the basis of actual or perceived race, color, national origin, gender, gender identity, sexual orientation, religion, or disability.

Program Overview

CRS headquarters is in Washington, D.C. and is a single decision unit that plays a significant role in accomplishing **DOJ's Strategic Goal #2 - Prevent Crime, Protect the Rights of the American People, and Enforce Federal Law**. CRS serves as the Department's "peacemaker" for community conflicts and tensions arising from actual or perceived discriminatory practices based on race, color, or national origin. CRS also helps communities prevent and respond to violent hate crimes committed on the basis of race, color, national origin, gender, gender identity, religion, sexual orientation, or disability.

CRS provides specialized mediation and conciliation services to state, local and federal officials, and communities throughout the United States. The Agency's goal is to assist in resolving and preventing racial, ethnic, and national origin community conflicts, civil disorder, and violent hate crimes on the basis of race, color, national origin, gender, gender identity, sexual orientation, religion, or disability.

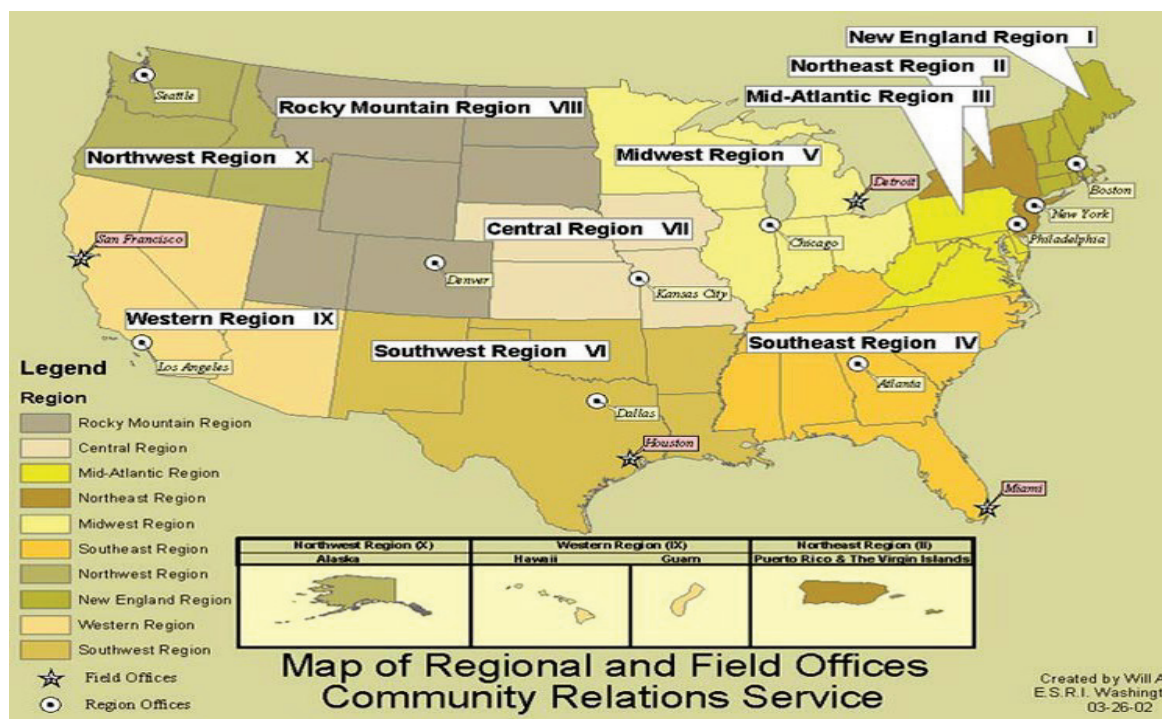
CRS is a unique federal component dedicated to assisting state and local units of government, private and public organizations, and community groups develop local capacity to prevent racial and ethnic tensions. CRS can also assist willing parties and explore opportunities to develop and implement local strategies that can help law enforcement, local officials, civil rights organizations, and interested community groups respond to alleged hate crimes and find ways to prevent future incidents. CRS conciliators assist in restoring stability and accord to communities following civil disorder, or in initiating rumor control to prevent misinformation from spreading throughout a community.

State and local law enforcement officials and community leaders may contact CRS to request assistance in improving communication between law enforcement and community members in the aftermath of a hate crime. CRS improves community response mechanisms by facilitating the development of community capacity to help prevent hate crimes with services and programs that

include conciliation, mediation, training, technical assistance, and other tension reduction techniques. CRS may help facilitate dialogue between law enforcement and community members to increase mutual understanding about the investigative and prosecutorial process as well as the concerns of people in the community.

CRS is able to also address the perception of discrimination, which can be as disruptive to community stability as actual discrimination. CRS does not have law enforcement authority, nor does it investigate or prosecute cases. As an impartial agency, CRS does not look to assign blame or fault to any individual or group. In contrast, CRS helps communities to develop and implement their own solutions to reducing tensions as a neutral conciliator. Furthermore, as alternatives to coercion or litigation, CRS facilitates the development of viable and voluntary solutions for resolution of community tension.

Community Relations Service Map of Regional Offices



CRS has 10 regional offices and 4 field offices in the following locations: Boston; New York; Philadelphia; Chicago (field office in Detroit); Kansas City, MO; Denver; Los Angeles (field office in San Francisco); Dallas (field office in Houston); Atlanta (field office in Miami); and Seattle.

Community Relations Service Programs and Services

The Community Relations Service staff work directly with community leaders, state and local officials, civil rights leaders, law enforcement agencies and other stakeholders to support their efforts to resolve community conflicts stemming from issues of race, color, national origin and to prevent violent hate crimes committed on the bases of race, color, national origin, gender, gender identity,

religion, and disability. As such CRS' primary function is traveling to communities throughout the country, and leading communities through problem solving processes. This is done through providing an array of services and dispute resolution practices that can generally be categorized as training, consultation, facilitated dialogues, and mediation.

CRS has developed numerous programs and trainings that not only assist communities in solving their current conflicts, but also aid them in building the skills and infrastructure necessary to prevent and respond to future issues. The programs bring together representatives from local government agencies, community faith-based organizations, law enforcement, advocacy groups, and businesses in order to develop collaborative approaches for reducing conflicts and addressing the factors that have contributed to the disagreement. Examples of CRS trainings and services include:

- **Law Enforcement Mediation Program:** The CRS Law Enforcement Mediation Program is a two-day course that strengthens the problem-solving and mediation skills of law enforcement officers and commanders who serve diverse communities. CRS works with officers to identify opportunities to enhance the level of mutual trust and respect between their department and the community, and to eliminate barriers to providing more effective police services. A residual benefit of the program is that many of the issues addressed can lead to a reduced number of calls for service and an increase in patrol efficiency
- **Responding to Allegations of Racial Profiling:** CRS' eight-hour course brings together law enforcement and community members to address perceived racial profiling and biased policing practices. This course offers various benefits and can be tailored to the specific needs of a given community. It is helpful in reducing tensions and creating a shared understanding of factors that contribute to mistrust and it is an effective way to begin a police-community relations initiative or problem-solving process. It also encourages collaborative police-community relations.
- **Student Problem Identification and Resolution of Issues Together:** The SPIRIT program is a two half-day interactive student-based problem-solving program that engages students in developing solutions to problems associated with allegations of discrimination, harassment, and hate activity in schools. SPIRIT also engages school administrators, teachers, school resource officers, local officials, community leaders, and parents in the process of identifying and responding to these conflicts, and creating the safest possible environment for learning.
- **City Problem Identification and Resolution of Issues Together (City SPIRIT):** City SPIRIT is a two-day problem-solving and resolution program that brings together representatives from local government agencies, communities, faith-based organizations, law enforcement, and businesses to develop collaborative approaches for reducing conflicts and addressing the factors that contribute to the conflicts. The parties may also develop approaches for preventing and responding to alleged violent hate crimes on the basis of actual or perceived race, color, national origin, gender, gender identity, sexual orientation, religion, or disability.

This program helps communities establish a lasting capacity to prevent and respond to conflicts.

- **Human Relations Commission Training:** CRS provides customized training and technical assistance to local Human Relations Commissions. If a local government is interested in starting a Human Relations Commission, or if an existing Human Relations Commission is interested in best practices for responding to discrimination complaints, CRS can help. CRS will work with local officials to develop training or consultative program that supports a Commission's efforts to better serve the needs of the community.
- **Assessment of Tension Breeding Facts:** CRS is available to facilitate a comprehensive assessment of racial and gang-related ethnic tensions, as well as tensions that may lead to acts of violence in schools on the basis of gender, gender identity, sexual orientation, religion, and disability. The Agency will meet with administrators, faculty, staff, and students to collectively identify concerns and share their perspectives on issues that warrant attention. This information is captured and used to provide a snapshot of the challenges affecting a school, and facilitate a process with school officials to address these challenges.
- **Arab, Muslim, & Sikh Cultural Awareness Program:** CRS offers a four-hour program intended to familiarize law enforcement and government officials with some of the customs and cultural aspects of Arab, Muslim, and Sikh communities. The program is an effective tool for helping law enforcement avoid behavior and actions that may be perceived as offensive, or as part of a broader initiative to strengthen the relationship between local officials and the Arab, Muslim, or Sikh communities that they serve. CRS also offers a Train-the-Trainer program that prepares Arab, Muslim, and Sikh community leaders to provide local law enforcement officials and first responders with a fundamental understanding of Arab, Muslim, and Sikh cultures.
- **Hate Crimes Program:** The CRS Hate Crimes Program is a two-day training program that provides law enforcement officers with critical skills and knowledge to be utilized when addressing hate crimes. The program has been designed to familiarize officers with best practices for identifying, reporting, investigating, and prosecuting hate crimes. The program also covers strategies for effectively educating the public about hate crimes and their significance.
- **Self-Marshaling Assistance and Training:** CRS assists local law enforcement, city officials, and demonstration organizers with planning and managing safe marches and demonstrations. CRS facilitates meetings between the parties involved, and serves as a neutral entity to ensure that logistics are effectively coordinated, information is shared appropriately, and that marches and demonstrations are as safe as possible.
- **Rumor Control:** CRS assists in establishing rumor control measures following community incidents, protests, police investigations, jury verdicts, and other occurrences that contribute to

the elevation of racial tension and the potential for violent hate crimes. CRS offers technical assistance on how to control inflammatory rumors with accurate and credible information by employing a proactive and coordinated approach to publicity, formalized community-notification processes, and other appropriate information- dissemination measures.

- **Transgender Law Enforcement Training:** The CRS Transgender Law Enforcement Training is a two-hour program intended to familiarize law enforcement with transgender community members, including those who are victims of hate crimes, abuse, discrimination, intolerance, and injustice. The program is effective as a tool for helping law enforcement avoid behavior and actions that may be perceived as offensive, and can be used as part of a broader initiative to strengthen the relationship between local officials and the transgender communities that they serve. The training's intent is to support law enforcement's role in protecting and serving all community members

FY 2017 Budget Request

The CRS budget consists of operating expenses which include, but are not limited to, payroll for permanent positions; travel expenses to enable CRS' conciliation professionals to respond in person to requests for assistance from state and local units of government, private and public organizations, and community groups; and funding for normal operations (e.g. information technology, communications, equipment, supplies, etc.). In fiscal year 2017, the Community Relations Service (CRS) requests **89 positions (including 2 attorneys), 71 FTE, and \$18,990,000**. CRS' request includes **3 program enhancements totaling 15 positions, 9 FTE and \$3,431,000** which will allow it to provide conciliation services (mediation, facilitated dialogues, training, and consultation on issues of police-community reconciliation) in a broad range of communities throughout the United States. This funding also includes requirements for current services that are necessary to successfully carry out other conflict resolution and violence prevention activities.

CRS has identified three major areas that are most in need for improvement. They include:

- A reconciliation initiative that addresses racial issues between law enforcement and minority communities. The need for resources that provide reconciliation services is needed more and more, and CRS cannot begin to meet these demands without additional resources to develop programs and implement programs.
- An organizational change program that helps law enforcement make the changes needed to better serve their communities.
- Update existing training programs and engage in extensive research that will strengthen CRS's services to communities.

Performance Challenges

CRS is a small agency that currently consists of 74 staff and 58 FTE in FY 2016. As such, addressing the range of conflicts that develop throughout the country related to its jurisdictional mandates can be challenging. It is not uncommon to have the majority of the non-headquarters staff actively deployed to support communities at any given time. This dynamic can make it challenging to respond to all the potential cases that CRS could possibly take on, and to develop and train staff on new and developing issues and approaches to leading communities through resolution processes related to specific and persistent types of conflicts (ex. Police-Minority Community Conflicts, etc.).

Since CRS' operations consist primarily of direct services provided to communities by staff, the portion of its annual budget dedicated to travel and non-fixed costs should essentially be viewed as its operational budget. Therefore, CRS's operational capacity and funding is far less than its overall appropriation may suggest. As a result, maintaining IT infrastructure at a level consistent with need and technology enhancements and investing funds in priorities that are not directly related to serving communities directly is also a challenge.

With the passage of the Matthew Shepard and James Byrd, Jr. Hate Crimes Prevention Act (P.L. 111-84, 2009) ("Hate Crimes Protection Act"), CRS has dramatically expanded its jurisdiction. CRS has been transformed from an agency focused on addressing and preventing conflict and violence related to discrimination on the basis of race, color, and national origin to an agency that is responsible for helping communities prevent and respond to violent hate crimes committed on the basis of actual or perceived gender, gender identity, sexual orientation, religion, and disability in addition to race, color, and national origin.

CRS has 50 years of expert experience bringing law enforcement officials, advocacy groups, and individual community members to the table in a way that creates lasting racial stability and harmony and enables those communities to address future conflicts without outside assistance. Addressing violent hate crime communities remains a relatively new area for the component. This is compounded by the variety of issues over which CRS staff must develop mastery given the nature of hate crimes related to the broad areas of gender, gender identity, sexual orientation, religion, and disability.

CRS continues to assess its daily operations based on Administration policies and other indicators of potential conflicts, Departmental needs, technological developments, national security, and budgetary constraints. All of these internal factors pose challenges that affect the success of CRS' external conciliation and mediation services.

Internal Challenges

CRS continues to face internal challenges, as it must monitor the country for jurisdictional conflicts and attempt to respond to each case with limited resources. In FY 2014, CRS intervened in 691 cases based on conflicts caused by issues of race, color, national origin. Many of these cases also involved assisting communities with preventing or responding to hate crimes committed on the basis of gender, gender identity, sexual orientation, religion, or disability. In total, CRS was made aware of 760

incidents and conflicts that could have potentially led to casework. However, due to limited fiscal and staff resources, the agency was only able to address 91 percent of the potential cases that it identified.

Moreover, it is believed that the number of conflicts and incidents is actually higher than the number CRS identified. With a field staff of 32 dedicated to identifying and responding to conflicts over a 50 state area and U.S. territories, it is not uncommon for personnel to have responsibilities that are so geographically and topically broad that their ability to track and respond to potential cases is limited.

Regional conciliators attempt to assess every jurisdictional case that has come to their attention, but budgetary and geographical limitations affect deployment decisions. CRS will continue to focus its internal efforts on building new staff capacities through succession planning, mentoring, and sustained, high-quality training. This includes a focus on improving mediation and management skills for new hires. With nearly forty percent of the Agency retirement eligible, filling higher grade positions formerly held by senior staff with lower grade or mid-level positions will inherently present a learning curve. High quality standards for leadership, in-service training, mediation certification, standardized measurable work plans, and improved tracking systems on service delivery and case reporting will remain crucial to aspects of CRS' strategy to address internal and external challenges. CRS is continually identifying new ways to increase savings across the agency through policies that increase awareness about energy and paper use by encouraging the use of double-sided printing and reducing electricity use in all of its offices.

External Challenges

In response to the demonstrations, civil unrest, and the degree of mistrust between law enforcement and community that developed following the August, 2014 shooting death of an African-American male by a Ferguson, Missouri police officer, CRS has been providing consistent services throughout the country related to similar conflicts relating to police-involved shootings, allegations of biased policing, and other forms of conflicts involving law enforcement and minority communities. The advocacy of certain segments of the community, coupled with intense media coverage of the issue, has transformed a local police-involved shooting into a national movement regarding the policing of minority communities.

While CRS welcomes serving communities confronting such challenges, the frequency with which they have occurred over the past year coupled with the expectation that this frequency will increase in FY 2017, the small size of CRS' staff, its limited budget, and the need to develop and train staff on new and effective methods for dealing with this movement, presents CRS with a notable challenge. For example, over the Memorial Day weekend in FY 2015, all of CRS' non-headquarters staff were either deployed or on standby for imminent deployment to conciliate conflicts of this nature. Deployments such as these require high levels of staffing to ensure effectiveness. As we have all seen in cities such as Ferguson, New York, Baltimore, Sanford, and numerous other cities throughout the country, these issues attract large and potentially volatile protests that require an "all hands on deck" approach by CRS.

Additionally, CRS services have been requested by officials from numerous other cities that are interested in engaging their communities in the type of collaborative problem solving processes that CRS facilitates. Yet, engaging preventively before there is unrest and maintaining the capacity to respond to and serve cities that are facing imminent unrest with a small staff and limited travel resources is challenging.

This issue notwithstanding, CRS will also continue to respond to other conflicts that may not currently have the notoriety and exposure of the cases related to policing minority communities. Conflicts stemming from national origin, gender identity, religion, and tribal issues remain present at high levels and are equally in need of CRS services.

CRS must constantly reintroduce its services to community and local government leaders due to election turnover, term-limited positions, and a statutory mandate that prevents the Agency from publicizing much of its work. Furthermore, many of the people and communities CRS can serve pursuant to the Hate Crimes Prevention Act are not familiar with CRS services because they did not fall under CRS jurisdiction before passage of the Act in 2009. For example, communities who may be targeted for violent hate crimes on the basis of gender, gender identity, sexual orientation, religion, or disability may not have worked with CRS in the past when its jurisdiction was focused on addressing racial tension. Evolving community “flash points” increase the need to be knowledgeable and aware of the host of vulnerabilities that communities face. Despite these challenges, obstacles to entry and the fluctuating nature of jurisdictional conflicts do not deter CRS from offering its services to communities in need. Through skillful conciliation and mediation, CRS’ services can limit disruptions to community peace and stability. For any jurisdictional conflict, CRS stands ready to offer its conflict resolution services to communities across the United States.

The 2014 Federal Bureau of Investigations (FBI) Hate Crime Statistics Report, the most recent hate crimes statistics available from the FBI, reflect the increase in demand for services that CRS is seeing in communities across the country. According to the FBI’s Report, there was an increase in reported hate crimes against Latinos, the Gay, Lesbian, Bisexual and Transgender communities, and Muslims.

II. Summary of Program Changes

| Item Name | Description | | | | Page |
|--|---|------|-----|-----------------|------|
| | | Pos. | FTE | Dollars (\$000) | |
| Law Enforcement Community Reconciliation Initiative | This enhancement supports the efforts of law enforcement agencies to successfully engage communities in racial reconciliation and restorative justice programs that will address the lack of mutual trust and respect that exists between minority communities and law enforcement agencies that are selected to participate. | 13 | 7 | \$1,676 | 19 |
| Law Enforcement Organizational Change Initiative | This enhancement supports a consulting services contract to provide in-depth consultation and guidance to local law enforcement agencies who are party to potentially violent, public safety degrading conflicts with minority communities. | 0 | 0 | \$600 | 26 |
| Research and Training Development Initiative | This enhancement supports the research and development, social science research, publishing of best practices materials, evaluating performance measurement and training curriculum which focuses on building collaborative efforts between law enforcement and the communities they serve. | 2 | 2 | \$1,155 | 30 |

III. Appropriations Language and Analysis of Appropriations Language

Appropriations Language

SALARIES AND EXPENSES, COMMUNITY RELATIONS SERVICE

For necessary expenses of the Community Relations Service, [\$14,446,000] \$18,990,000 Provided, That notwithstanding section 205 of this Act, upon a determination by the Attorney General that emergent circumstances require additional funding for conflict resolution and violence prevention activities of the Community Relations Service, the Attorney General may transfer such amounts to the Community Relations Service, from available appropriations for the current fiscal year for the Department of Justice, as may be necessary to respond to such circumstances: Provided further, That any transfer pursuant to the preceding proviso shall be treated as a reprogramming under section [505] 504 of this Act and shall not be available for obligation or expenditure except in compliance with the procedures set forth in that section. (*Department of Justice Appropriations Act, 2015.*)

Analysis of Appropriations Language

There are no substantive changes proposed.

IV. Program Activity Justification

A. Community Relations Service

| <i>Conflict Resolution & Violence Prevention Activities</i> | Direct Pos. | Estimate FTE | Amount |
|--|--------------------|---------------------|------------------|
| 2015 Enacted | 56 | 49 | 12,250,000 |
| 2016 President Budget | 74 | 58 | 14,446,000 |
| Adjustments to Base and Technical Adjustments | | 4 | 1,113,000 |
| 2017 Current Services | 74 | 62 | 15,559,000 |
| 2017 Program Increases | 15 | 9 | 3,341,000 |
| 2017 Request | 89 | 71 | 18,990,000 |
| Total Change 2016-2017 | 15 | 9 | 4,544,000 |

1. Program Description

CRS' programs contribute to the **DOJ's Strategic Goal #2 –Prevent Crime, Protect the Rights of the American People, and Enforce Federal Law**. Within this goal, CRS specifically addresses Strategic Objective 2.5 Promote and protect Americans' civil rights.

CRS has implemented several strategies, which are intended to effectively address the issues of discriminatory practices based on race, color, or national origin, which impair the rights of people, and work with communities to help prevent and respond to violent hate crimes on the basis of actual or perceived gender, gender identity, sexual orientation, religion, or disability. CRS conducts training with federal, state, and local law enforcement and community members to address concerns regarding racial profiling and to improve law enforcement officials' interactions with community members.

CRS introduced and updated several management systems to more effectively address racial tension and violence in major cities. CRS intensified its emphasis on staff development and training of staff on the fundamental skills of conflict resolution. CRS holds staff training sessions to enhance and refresh contemporary conflict resolution strategies and mediation skills. CRS instituted an internal skills certification process for fundamental tools that are used in conflict resolution cases. The Agency continues to strengthen its emphasis on local capacity building by having conciliators focus on the implementation of collaborative partnerships and other mechanisms for strategically empowering and sustaining peaceful communities.

The services of CRS are tracked in a case management database system. Quality assurance is measured by a weekly headquarters review of every new case in the CRS system. Headquarters then provides operational feedback to all 10 Regional Directors on a weekly basis, and holds managers accountable for ensuring strict compliance with CRS' jurisdictional mandate. Regions are directed to hold bi-monthly staff meetings to review casework feedback. Conciliators have made significant qualitative and technical progress on casework.

Performance and Resource Tables

2. Performance and Resource Tables

| Performance and Resources Table | | | | | | | | | | | | |
|---|---------------------|------------------------------|---------|--------|---------|--------|-----------|--------|--|-------|-------------------|--------|
| Strategic Goal 2: Strategic Objective 2.5: Promote and Protect Americans' Civil Rights Decision Unit: Conflict Resolution & Violence Reduction Act | | | | | | | | | | | | |
| Resources | | | Target | | Actual | | Projected | | Changes | | Requested (Total) | |
| | | | FY 2015 | | FY 2015 | | FY 2016 | | Current Services Adjustments and FY 2017 Program Changes | | FY 2017 Request | |
| Total Costs and FTE | | | FTE | \$000 | FTE | \$000 | FTE | \$000 | FTE | \$000 | FTE | \$000 |
| | | | 49 | 12,250 | 49 | 12,250 | 58 | 14,446 | 15 | 4,544 | 71 | 18,990 |
| Type | Strategic Objective | Performance | FY 2015 | | FY 2015 | | FY 2016 | | Current Services Adjustments and FY 2017 Program Changes | | FY 2017 Request | |
| Program Activity | | | FTE | \$000 | FTE | \$000 | FTE | \$000 | FTE | \$000 | FTE | \$000 |
| | | | 49 | 12,250 | 49 | 12,250 | 58 | 14,446 | 15 | 4,544 | 71 | 18,990 |
| Performance Measure: Output | 2.5 | Tension Level Ratio | | 35% | | 37.0% | | 35% | | 0 | | 35% |
| Performance Measure: Output | 2.5 | Services Accepted Ratio | | 99% | | 97.0% | | 99% | | 4 | | 99% |
| Performance Measure: Output | 2.5 | Response Ratio | | 75% | | 100% | | 75% | | 0 | | 75% |
| Performance Measure: Output | 2.5 | Awareness Level | | 20 | | 28 | | 35 | | 0 | | 20 |
| Performance Measure: Output | 2.5 | Customer Satisfaction Survey | | 80% | | 92% | | 80% | | 0 | | 80% |

| Strategic Objective | PERFORMANCE MEASURE TABLE | | | | | | | | | |
|---|--|------------------------------|--|---------|---------|---------|---------|--------|---------|---------|
| | Strategic Goal 2: Strategic Objective 2.5: Promote and Protect Americans' Civil Rights | | | | | | | | | |
| | Decision Unit: Conflict Resolution & Violence Reduction Activities | | | | | | | | | |
| | Performance Report and Performance Plan Targets | | FY 2011 | FY 2012 | FY 2013 | FY 2014 | FY 2015 | | FY 2016 | FY 2017 |
| Actual | | | Actual | Actual | Actual | Target | Actual | Target | Target | |
| 2.5 | Performance Measure | Tension Level | This measure w as implemented in 2013. | | 34.50% | 58.75% | 35% | 37% | 35% | 35% |
| 2.5 | Performance Measure | Services Accepted Ratio | This measure w as implemented in 2013. | | 99.50% | 93.50% | 99.00% | 92% | 99.00% | 99% |
| 2.5 | Performance Measure | Response Ratio | This measure w as implemented in 2013. | | 78.25% | 100% | 75% | 100% | 75% | 75% |
| 2.5 | Performance Measure | Aw areness Level | This measure w as implemented in 2013. | | 19 | 28.25 | 35 | 28 | 35 | 35 |
| 2.5 | Performance Measure | Customer Satisfaction Survey | This measure w as implemented in 2014. | | | 86% | 80% | 92% | 80% | 80% |
| Performance Measures Definitions: Tension Level measures the volatility level of the cases that CRS conducts. Services Accepted Ratio measures CRS ability to gain entry w ith parties. Also, it measures perceived relevance of CRS services and the receptivity of parties in conflict to CRS. Response Ratio measures CRS' ability to respond to know events. Awareness Level is the average numbers of days betw een an event occurring and w hen CRS learns about the event. Customer Statisfaction Survey measures CRS case performance from the customer perceptive. | | | | | | | | | | |

3. Performance, Resources, and Strategies

a. Performance Plan and Report for Outcomes

The Conflict Resolution and Violence Prevention Activities program contributes to the Department's Strategic Goal #2, Prevent Crime, Protect the Rights of the American People, and Enforce Federal Law.

Within these goals, CRS specifically addresses *Strategic Objective 2.5: Promote and protect American civil rights by preventing and prosecuting discriminatory practices.*

Each region, composed of two to four Conciliators and one Regional Director, provides conflict resolution services to resolve disputes and disagreements based on race, color, and national origin in order to reduce community tension. CRS conducts appraisals of racial tension, in collaboration with community, state, and local officials, to determine projects that require immediate attention and demonstrate the greatest need for inclusion in a work plan for resolving racial conflict or violence. Annually, the work plan addresses those communities within each region that require conflict resolution services on an annual basis. A significant portion of the region's workload is direct crisis response services. Working to develop relationships with stakeholders and other influencers, and helping them to develop their local capacity to prevent and respond to tensions and conflicts, accounts for another significant portion of the work conducted by regional staff. CRS also prevents and responds to alleged hate crimes committed on the basis of gender, gender identity, sexual orientation, religion, or disability in addition to race, color, and national origin.

b. Strategies to Accomplish Outcomes

Ultimately, CRS focuses on bringing leaders from parties on opposite sides of a conflict together to begin the problem-solving process. This is done through the provision of conciliation services that can generally be categorized as including mediation, facilitated dialogues, training, and consultation services.

Given that it is often challenging to get parties talking that are in-conflict as a result of sensitive and divisive issues, CRS often relies on trainings as a starting point. Over the years CRS has found that getting parties in-conflict to receive training related to the issues stemming from the conflict is easier than getting parties to begin with dialogue. As such, all CRS trainings include both/all of the parties' in-conflict and serve as a venue to start or build upon the broader problem-solving process. Training programs include the Law Enforcement Mediation Skills (LEMS) and Anti-Racial Profiling Programs; Arab, Muslim, and Sikh (AMS) Cultural Awareness Program; the Self-Marshaling Assistance and Training Program, and the City Problem Identification and Resolution of Issues Together (City SPIRIT) program. [See Section

IV for detailed descriptions of CRS strategy programs.] These strategies are specifically designed to assist states, local communities, and tribal governments in resolving violence and conflict. CRS has been working collaboratively with four major customer groups: (1) investigative and law enforcement agencies; (2) courts, state, local and tribal governments, and federal agencies, including U.S. Attorneys, FBI, various components of the Department of Justice, Department of Housing and Urban Development, Department of the Interior, Department of Transportation/Transportation Security Administration, Department of Education, and domestic immigration officials; (3) schools, colleges, and universities; and (4) community groups and other organizations to assist and resolve racial conflict and to help communities develop the ability to more effectively prevent and respond to alleged violent hate crimes on the basis of actual or perceived race, color, national origin, gender, gender identity, sexual orientation, religion, or disability.

CRS develops strategies that focus on bringing together the energy of community leaders, organizations, and citizens to work towards crime-prevention and providing safe neighborhoods and communities for all Americans through cooperation and coordination with other Department of Justice components. CRS does not investigate or prosecute. Rather, CRS provides comprehensive services that empower communities to help themselves and maximize the federal investment at the local level through capacity building. It does so in confidence and with impartiality. By facilitating dialogue, mediating agreements, providing technical assistance and increasing cultural understanding, CRS conducts services in response to conflicts or incidents that, left unaddressed, may escalate to violent hate crimes.

To serve all the different jurisdictional areas including the ones more recently mandated by the 2009 Matthew Shepard Hate Crimes Prevention Act, CRS must continue to monitor hate crimes, conduct outreach work, and provide services. Given the continuing technology revolution and the need to serve youth, CRS continues to utilize different technology platforms to meet its mandate. CRS also continues to utilize and develop innovative conflict resolution approaches to meet the changing needs of the communities we serve.

In order to fulfill the strategic goals of the Agency, the CRS management team will continue to stress contemporary mediation skills development, conflict resolution tools, education, programs, outreach, technical assistance, accountability, adherence to performance work plans, and affirmation of a merit award system for outstanding work. CRS' success can be evaluated on how well its services assist communities in need, contributing to the Department's Conflict Resolution and Violence Prevention Activities. In addition, CRS is gauged on its success in keeping the peace in cities throughout the country when events occur that have the potential to escalate into major riots or violence. CRS continues to evaluate new methods for measuring the Agency's success, always aiming to improve upon its service delivery to American communities.

V. Program Increases by Item

| | |
|-----------------------------------|---|
| Item Name: | Law Enforcement-Community Reconciliation Initiative |
| Budget Decision Unit(s): | Conflict Resolution and Violence Prevention Activities |
| Strategic Goal(s) & Objective(s): | Strategic Objective 2.5: Promote and Protect Americans' Civil Rights |
| Organizational Program: | Community Relations Service |
| Component Ranking of Item: | 1 of 3 |
| Program Increase: Positions | <u> 13 </u> Atty <u> 0 </u> FTE <u> 7 </u> Dollars <u> \$1,676,000 </u> |

Description of Item

CRS is requesting \$1,676,000 to support the Law Enforcement Community Reconciliation Initiative. This program will support law enforcement agencies with successfully engaging communities in racial reconciliation processes that will address the lack of mutual trust and respect that exists between minority communities and law enforcement agencies that are selected to participate.

The strategic principles behind racial reconciliation and restorative justice programs are specific and extend beyond the traditional conciliation work of the Community Relations Service. Reconciliation is a method of facilitating frank engagements between minority communities, police and other authorities that allow them to address historical tensions, grievances, misconceptions, and reset relationships. In the criminal justice field, racial reconciliation denotes more than just the combining of two commonly understood words. In fact, as a practice, racial reconciliation is a currently developing approach. It addresses law enforcement relationships with minority communities and is evolving as a needed resolution to the polarization resulting from the high-profile shootings of unarmed minorities that the nation has witnessed over the past eighteen months. As such, the understanding of how to develop successful processes and how to lead law enforcement and communities through such processes is currently being researched and developed by the nation's most notable criminal justice institutions and experts.

Most notably, under the Department of Justice Office of Justice Program's (OJP) National Initiative for Building Community Trust and Justice, which is supported by the Department and the Administration, one of the Initiative's three pillars is racial reconciliation. CRS will be directly supporting the application of a racial reconciliation program in the various Initiative implementation sites. Additionally, the Community Relations Service will be working to diffuse

what is developed and learned through the experiences of the Initiative's implementation sites throughout the country by adding a formalized racial reconciliation to its core services. Doing so requires the development of a researched and evidenced-based program, the training of CRS staff on how to lead communities through a racial reconciliation process, and staffing and travel resources that enable CRS to work directly with communities throughout the country.

CRS will work closely with OJP to implement the Law Enforcement Community Reconciliation Initiative, and will likely rely on the criminal justice expertise that they have assembled under their National Initiative for Building Community Trust and Justice to develop the program. It should also be understood that CRS' request to fund the Law Enforcement Community Reconciliation Initiative is not duplicative of the work to be conducted under OJP's National Initiative for Building Community Trust and Justice. Rather, it is best viewed as taking what is developed under OJP's Initiative and ensuring that it is practically applied throughout the country.

The objectives of the Law Enforcement Community Reconciliation Initiative are to (1) create strong police-minority community collaboration efforts that focus on reducing crime, violence, and disorder; (2) engage a broad range of community stakeholders and service providers in the problem-solving process; (3) address and overcome perceptions of racially biased policing practices stemming from long-held conflicts between police and minority communities; and, (4) to develop national models that can be replicated in cities and towns throughout the country.

The Initiative will include several operational components, which are detailed below:

- **Development and Training:** CRS, with the support of a contracted external expert (academic or law enforcement sector based) shall develop a process/program for leading law enforcement agencies and communities through the development of restorative justice and racial reconciliation approaches to enhanced public safety.

In addition to the development of the process, the CRS staff that is needed to implement the program will receive training on restorative justice and racial reconciliation processes, and how to lead law enforcement agencies and communities through these processes.

- **Regional Reconciliation Forums:** CRS will conduct ten Reconciliation Forums throughout the country for the purpose of introducing restorative justice and racial reconciliation practices to regional law enforcement executives, local officials, and community leaders, and to build support for the implementation of the Law Enforcement Community Reconciliation Initiative implementation site in a given region. The forum will be hosted by CRS and the anchor law enforcement agency/ site in each of the regions. These sessions are also intended to have a positive residual impact on advancing

the discourse throughout the various regions on policing minority communities collaboratively; the readiness of law enforcement agencies and communities to more effectively respond to the unprecedented public concern about law enforcement relationships with minority communities that has developed; and, will ultimately lead to additional opportunities for CRS staff to engage communities in processes for resolving conflicts stemming from perceptions of biased policing practices.

- **Reconciliation Program Implementation:** Over the course of FY 2017 and FY 2018 CRS staff will work directly with the selected sites/cities to implement the Law Enforcement Community Reconciliation Initiative. This will generally include, but not be limited to, assessing the needs of the community and law enforcement agency and the community with all stakeholders; identifying community leaders and institutions to partner with the law enforcement agency; identifying service providers and local government agencies to partner with the law enforcement agency; and, leading all stakeholders through the Law Enforcement Community Reconciliation Initiative process that has been developed.
- **Best Practice Resource Development:** At the conclusion of the Initiative, CRS will develop a best practice resource that shall capture the challenges, best practices, and experiences of the implementation sites as they implemented the Law Enforcement Community Reconciliation Initiative. This product is intended to serve as a guide and resource to other communities throughout the United States interested in reducing crime and victimization, and overcoming the lack of trust and respect that may exist between police and minority communities through restorative, racial reconciliation practices.

Justification

Recent developments related to the shooting of citizens by police have led to an unprecedented public discourse about law enforcement practices and policies as applied in minority communities throughout the United States. Beginning with the investigation into the shooting death of Trayvon Martin in Sanford, FL, numerous shootings and other perceived incidents of biased law enforcement and prosecution practices have remained in the national spotlight. These developments have led to widespread protests and demonstrations in cities and towns throughout the country that have cost municipalities an exorbitant amount of public funds, a degraded sense of public safety, a movement among various sectors of the citizenry to press for police and prosecutorial reforms, and a never before seen commitment by law enforcement executives and police unions to evolve policing practices and policies from an actual and perceived state of enforcement to “public guardianship”.

However, as law enforcement, elected officials, local government leaders, and citizens are all beginning to respond to these developments, there have yet to be discernible measures established that have offset the resultant tensions and uncertainty related to establishing sustainable collaborative approaches to effectively policing minority communities. Moreover, the traditional and demonstrable law enforcement response to issues stemming from the current dynamic are often viewed by citizens seeking reforms as practices of suppression and containment, which can have the effect of further diminishing public trust. The traditional, and often unavoidable response of law enforcement, given the lack of viable alternatives, accounts for the need to disrupt civil disobedience, but neglects and sometimes doubles-down on the cause of the disobedience; racial discontent with policing practices and policies.

This leaves law enforcement, local governments, and many citizens without direction on how to overcome the divide that exists and without good options for establishing and maintaining cities and towns that are viewed as being safe and secure for all.

- **Racial Reconciliation** is shorthand for a process of airing grievances and misunderstandings between minority communities affected by violence, perceptions of biased policing, and a myriad of sociable challenges that often go unaddressed but shape the environment in which law enforcement and minority communities intersect. Put another way, police are left to establish safe and secure neighborhoods in communities confronting issues that are counter to such safety and security. In addition, today's law enforcement agencies and their leaders must do so in the face of a historic divide between these communities and their departments while relying on practices and policies that are often viewed as furthering the problem. Racial Reconciliation processes set the stage for working past the historical divide that exists and collaboratively engaging these communities in both crime and broader problem solving processes.

In day-to-day interactions between law enforcement and community members – from traffic stops to searches – that history is not expressed or discussed. Yet, it powerfully influences how affected minority communities understand law enforcement actions. Without undergoing a process of acknowledging perceptions, actions, and inactions, moving beyond the historical divide is not likely, and has not yet been achieved in our nation's history.

- **By effectively engaging in racial reconciliation processes**, police and communities can more easily move toward enhanced community policing and practices that emphasize a sharing of responsibility for addressing crime and disorder so communities that have been affected by crime and disorder take an active role in addressing the issues. Although law enforcement professionals and local government leaders have a leadership role in facilitating these processes, the

affected citizens also take on responsibility for addressing crime and the resolution of problems. Together, officials and community stakeholders assess the problems, collaborate and mutually invest in approaches to address them, and gain a better understanding of the issues and limitations that each entity contends with in resolving problems.

It is anticipated that this initiative will have a significant impact on the ability of law enforcement agencies to effectively engage minority communities in reducing crime, violence, and robust public safety partnerships that help advance local community policing practices. The over-riding belief of racial reconciliation is that overcoming deeply ingrained historical divides between police and minority communities will encourage community policing partnerships that surpass what is currently possible given the often unspoken and generations-deep mistrust that exists between police and certain minority communities.

CRS conducts approximately 600 cases each year, none of which currently include formal racial reconciliation processes. The concepts and practices of true racial reconciliation processes are still in their infancy. Once this capacity is developed, and additional staff is brought on-board to implement racial reconciliation process in communities throughout the country, the CRS's annual case total will increase accordingly. Racial reconciliation programs are likely to be more in-depth and take longer than traditional conciliation cases; however, they are also anticipated to be far more impactful and sustainable.

This program is scalable, and could be implemented at a modified level by simply reducing the number of implementation cities. However, creating the most practical and informative base of replicable model approaches can be more effectively accomplished by having a broader sample of approaches.

Impact on Performance

This initiative will further the Department's mission to ensure public safety and to ensure fair and impartial administration of justice for all Americans. CRS will be responsible for facilitating aspects of the initiative related to in-depth community engagements that support the Attorney General's FY 2017 funding priorities:

- **Enhancing Public Safety:** Strengthen relationships with the communities we serve and enhance our law enforcement capabilities.

As part of establishing restorative justice programs, critical and progressive community policing practices must be employed. Supporting communities as they implement such programs offers the direct benefit of institutionalizing meaningful and

comprehensive community policing practices in communities under the restorative justice umbrella.

- **Vulnerable People:** Protect the civil and constitutional rights of all Americans, particularly the most vulnerable members of society.

The outreach, training, and technical assistance that shall be offered by CRS under this initiative supports capacity building both in the site cities, and in other cities and towns throughout the United States that will learn from, and be exposed to, the experiences and public safety advances. As indicated above, best practice materials intended to help other communities replicate these programs are a part of the request. Additionally, the request includes an increase in staffing levels that is intended to support the provision of training and technical assistance related to developing such programs throughout the country.

CRS' work under the initiative includes working between officials and community leaders of cities to mediate agreements regarding their commitment to the program and related details on how all parties will work collaboratively; providing on-site support and conciliation services as communities and local agencies plan and implement racial reconciliation and restorative justice processes and measures to address bias and procedural justice; and administering conflict resolution tools related to issues that emerge regarding racial tension, police legitimacy and law enforcement-community relations.

The internal government performance target for this initiative will be the establishment of the restorative justice program at 10 implementation locations, and as part of the programs implementation each implementation site will develop and track targets related to the impact of the program on reducing crime and enhancing public safety.

Base Funding

| FY 2015 Enacted | | | | FY 2016 President's Budget | | | | FY 2017 Current Services | | | |
|-----------------|--------------|-----|------------|----------------------------|--------------|-----|------------|--------------------------|--------------|-----|------------|
| Pos | agt/ atty | FTE | \$(000) | Pos | agt/ atty | FTE | \$(000) | Pos | agt/ atty | FTE | \$(000) |
| | | | <u>N/A</u> | | | | <u>N/A</u> | | | | <u>N/A</u> |

Personnel Increase Cost Summary

| Type of Position/Series | Modular Cost per Position (\$000) | Number of Positions Requested | FY 2017 Request (\$000) | FY 2018 Net Annualization (change from 2017) (\$000) | FY 2019 Net Annualization (change from 2018) (\$000) |
|---|--|-------------------------------------|-------------------------------|--|--|
| Restorative Justice Conciliators GS-11 | 76 | 10 | 756 | 970 | 190 |
| Program Analyst GS-12 | 84 | 2 | 168 | 216 | 0 |
| Training and Resources Development Manager GS-13 | 94 | 1 | 94 | 98 | 0 |
| Total Personnel | 254 | 13 | 1,018 | 1,284 | 190 |

| Non-Personnel Item | Unit Cost | Quantity | FY 2017 Request (\$000) | FY 2018 Net Annualization (change from 2017) (\$000) | FY 2019 Net Annualization (change from 2018) (\$000) |
|------------------------------|-----------|----------|-------------------------------|---|---|
| 21.0 Travel | | | 288 | 0 | 0 |
| 25.2 Contractual Services | | | 370 | 0 | 0 |
| Total Non- Personnel | | | 658 | 0 | 0 |

Total Request for this Item

| | Pos | Agt/ Atty | FTE | Personnel (\$000) | Non- Personnel (\$000) | Total (\$000) | FY 2018 Net Annualization (change from 2017) (\$000) | FY 2019 Net Annualization (change from 2018) (\$000) |
|---------------------|-----|--------------|-----|----------------------|------------------------------|------------------|---|---|
| Current Services | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Increases | 13 | 0 | 7 | 1,018 | 658 | 1,676 | 1,284 | 190 |
| Grand Total | 13 | 0 | 7 | 1,018 | 658 | 1,676 | 1,284 | 190 |

Item Name: **Law Enforcement Organizational Change Initiative**

Budget Decision Unit(s): Conflict Resolution and Violence Prevention Activities

Strategic Goal(s) & Objective(s): **Strategic Objective 2.5:** Promote and Protect Americans' Civil Rights.

Organizational Program: Community Relations Service

Component Ranking of Item: 2 of 3

Program Increase: Positions 0 Atty 0 FTE 0 Dollars \$600,000

Description of Item

CRS is requesting an enhancement of \$600,000 to support a consulting services contract to provide in-depth consultation and guidance to local law enforcement agencies who are party to potentially violent, public safety degrading conflicts with minority communities. This contract will support the provision of enhanced resources to law enforcement agency executives dealing with such a crisis, on a rapid response basis. The services will include supporting the efforts of the law enforcement agencies to better understand and quickly implement measures that support contingency planning for public disturbances, making expedient adjustments to policies and practices that are perceived as having contributed to the conflict and warrant modification, and other internal law enforcement agency needs that arise during such disturbances and conflicts.

Justification

The Law Enforcement Organizational Change Initiative is intended to be a means of offering the needed level of guidance and support to the law enforcement agency as they seek to make advancements. The initiative will provide up to ten local law enforcement agencies with short-term consultative, training and technical assistance engagements needed to address their unique organizational change needs during volatile or potentially volatile conflicts.

CRS regularly engages in numerous volatile conflicts each year and provides services that support the interaction of law enforcement agencies and communities as they work to reduce and offset significant tensions. CRS' role in such cases is to lead the law enforcement agency and the community through problem solving-processes that allow them to collaborate on resolving issues. Often, this is done when civil disobedience has occurred or could potentially occur.

During the conduct of such cases, CRS regularly encounters instances when the resolution of a problem extends beyond police and community collaboration, and is dependent on changes to law enforcement practices, policies, and approaches that are outside of its' scope and expertise.

In most instances, the law enforcement agency requests immediate technical assistance on these matters in the interest of offsetting violence and public disobedience, but the Department does not have a source of providing these resources in a rapid response scenario.

The Law Enforcement Organizational Change Initiative is intended to offer services that are in alignment with the rapid response nature of CRS' case work and fill the service gap that exists between the initial CRS response and when resources offered by other DOJ components such as OJP and COPS can be offered through their comprehensive grant and technical assistance programs.

A determination of what resources are needed will be made by CRS and the law enforcement agency during a CRS initiated case.

Examples of cities where such a resource was needed, but unavailable, includes recent high profile cases in Sanford, FL., Miami Beach, FL., Dubuque, IA., Albuquerque, N.M., Calumet City, IL., East St. Louis, IL., New Haven, CT., Fayetteville, N.C., Fort Worth, TX. , Spokane, WA., Seattle, WA., Newburgh, N.Y., Ferguson, MO., Baltimore, MD., and numerous other cities in which CRS has worked over the past several years.

These funds will be used to research the issue in which guidance is needed in the cities served under the initiative, to have subject matter experts conduct a needed number of site visits per city to develop and provide training and/or technical assistance, and to research and develop resulting white papers for other cities facing similar organizational change needs.

Impact on Performance

Approximately 75% percent of CRS cases stem from instances where the real or perceived actions of a local police or sheriff's department resulted in conflict, or their intervention is required to effectively resolve a conflict. CRS is highly effective in addressing these conflicts and reducing the potential for initial violence. While engaging in the conciliation process it is often determined that the need for sustainable change must be anchored through self-implemented organizational changes within the local law enforcement agency. Moreover, it is not uncommon for there to be an understanding and willingness on the part of local law enforcement to drive internal changes that would prevent future conflicts. It is also not uncommon for the local department, particularly in the case of mid-sized and small departments, to need expert guidance to affect the needed change rapidly.

This initiative will further the Department's mission to ensure public safety and to ensure fair and impartial administration of justice for all Americans. CRS will be responsible for facilitating aspects of the initiative related to in-depth community engagements that support the Attorney General's FY17 funding priorities:

- **Enhancing Public Safety:** Strengthen relationships with the communities we serve and enhance our law enforcement capabilities.

The establishment, refinement, and reinforcing of critical and progressive community policing practices that will result in communities where they are immediately needed to prevent violence and protect property is central to strengthening police and community relationships as prescribed under this funding priority.

- **Vulnerable People:** Protect the civil and constitutional rights of all Americans, particularly the most vulnerable members of society.

The outreach, training, and technical assistance that shall be offered by CRS under this initiative supports the ability of law enforcement agencies engaged in intense and volatile conflicts to quickly develop and begin building the capacity to protect citizens civil and constitutional rights.

Base Funding

| FY 2015 Enacted | | | | FY 2016 President's Budget | | | | FY 2017 Current Services | | | |
|-----------------|--------------|-----|------------|----------------------------|--------------|-----|------------|--------------------------|--------------|-----|------------|
| Pos | agt/ atty | FTE | \$(000) | Pos | agt/ atty | FTE | \$(000) | Pos | agt/ atty | FTE | \$(000) |
| | | | <u>N/A</u> | | | | <u>200</u> | | | | <u>200</u> |

| Non-Personnel Item | Unit Cost | Quantity | FY 2017 Request (\$000) | FY 2018 Net Annualization (change from 2017) (\$000) | FY 2019 Net Annualization (change from 2018) (\$000) |
|---------------------------|-----------|----------|-------------------------|--|--|
| 25.2 Contractual Services | 600 | | 600 | 0 | 0 |
| Total Non-Personnel | 600 | | 600 | 0 | 0 |

Total Request for this Item

| | Pos | Agt/ Atty | FTE | Personnel (\$000) | Non-Personnel (\$000) | Total (\$000) | FY 2018 Net Annualization (change from 2017) (\$000) | FY 2019 Net Annualization (change from 2018) (\$000) |
|------------------|-----|--------------|-----|-------------------|-----------------------|---------------|--|--|
| Current Services | 0 | 0 | 0 | 0 | 200 | 200 | N/A | N/A |
| Increases | 0 | 0 | 0 | 0 | 600 | 600 | 0 | 0 |
| Grand Total | 0 | 0 | 0 | 0 | 800 | 800 | N/A | N/A |

Item Name: **Research and Training Development Initiative**

Budget Decision Unit(s): Conflict Resolution and Violence Prevention Activities

Strategic Goal(s) & Objective(s): **Strategic Objective 2.5:** Promote and Protect Americans' Civil Rights

Organizational Program: Community Relations Service

Component Ranking of Item: 3 of 3

Program Increase: Positions 2 Atty 0 FTE 2 Dollars \$1,155,000

Description of Item

CRS is requesting an enhancement of \$1,155,000 to support a program manager, sociologist, and research and training development resources to successfully identify conflict resolution approaches and to improve communication with communities and the stakeholders they serve. The funding will be used to procure contractual services to research and develop new trainings in the area of CRS' jurisdictions; train CRS staff in delivering the newly developed trainings; develop accompanying training resources (training and subject matter videos, podcasts, online conciliation tools) that can be used remotely by communities that CRS cannot directly engage due to staffing/travel limitations; oversee the development and coordination of these new trainings and products and to design, collect, analyze, report and disseminate data on CRS initiatives, services and trainings. Additionally, the funds will be used to bolster and update several existing CRS training programs that have proven effective over the years.

The Sociologist will conduct social science research and analysis in CRS cases to evaluate performance measurements, CRS' service effectiveness, and sustainability of CRS services provided to the community, and inform the development of CRS training and conciliation resources. Additionally, this position will lead CRS' efforts to conduct digital and social media research that maps public discourse and potential hotspots in advance of overblown tensions.

The Program Manager will oversee the development of new trainings and the training development provider, as well as refine existing trainings and establish and monitor training effectiveness measures.

It should be noted that CRS trainings represent a significant portion of the component's conciliation process in communities. It is often easier to get parties in conflict together and talking about concerns under the auspices of training than it is to have them directly addresses divisive and emotional matters. In short, CRS trainings are typically the precursor to mediation, or a part of the broader array of conciliation services initially provided in communities.

Justification

CRS continues to be a resource for communities in crisis. However, responding to the complex issues that arise under the components jurisdictions of race, color, national origin and hate crimes (gender, gender identity, sexual orientation, religion, and disability) requires training and technical assistance resources that are evidenced-based and reflect current perspectives in these areas and their intersection with contemporary issues that result in conflict.

A 2014 Pew Research Center survey confirms the racial divide that exists in the communities, especially after the shooting of Michael Brown in Ferguson. In results from a survey, after the Ferguson shooting, 80% of blacks expressed that the incidents raised important issues about race, compared with 37% of whites. In a survey conducted seven days later, blacks expressed far less confidence than whites in local police to treat both races equally. About 71% of whites polled expressed a great deal or fair amount of confidence in local police to treat blacks and whites equally, compared with just 36% of blacks.¹ In addition, about 52% of blacks surveyed expected relations between local police and minorities to worsen within the year. This deep sense of mistrust directly affects police community relations nationwide and plays a significant role in CRS' work.

This enhancement will help CRS meet this need by staffing a program manager and a sociologist to conduct qualitative and quantitative research and analysis that will provide CRS with a product used to analyze community conflict, tension or incidents and the sustainable effects CRS training has on these events. Through data collection, CRS will be able to establish a baseline and then develop case informed responses geared towards improving and maximizing crisis intervention and conflict resolution training.

Many of CRS' training materials are not updated and do not readily address and reflect current challenges causing conflicts in communities. While the components jurisdictions are specific and well defined, conflicts that arise within these jurisdictional areas do not exist independent of precipitating issues that also become critical to the conflict resolution process. Therefore, for CRS' dispute resolution and training materials to be effective, they must also reflect precipitating issues. For example, when supporting the efforts of a community to resolve a racial conflict stemming from perceptions of bias policing, CRS cannot only address race. Rather, the component must address the intersection of race and contemporary policing issues. This means that CRS's materials must reflect contemporary concepts such as police legitimacy, impartial bias, procedural justice, community policing, and current philosophies on use of force. Currently, our training and dispute resolution materials do not reflect these issues or the evidence-based perspectives related to them.

¹ <http://www.pewresearch.org/fact-tank/2015/04/28/blacks-whites-police/>

Impact on Performance

Resources dedicated to research and development will enable CRS to address more communities' needs and demands, as CRS is the only federal agency exclusively dedicated to assisting state and local units of governments, private and public organizations, community groups, and other federal agencies with preventing and resolving racial and ethnic tensions, conflicts, and civil disorders. Historically, CRS has played an integral role concerning: community-police relations, conflicts over excessive use of force, civil unrest, and tension over hate incidents or other crimes. These additional positions will allow CRS to fulfill its statutory mandate pursuant to Title X of the Civil Rights Act of 1964 as well as its mandate pursuant to the Shepard and Byrd, Jr. Hate Crimes Prevention Act (HCPA).

Base Funding

| FY 2015 Enacted | | | | FY 2016 President's Budget | | | | FY 2017 Current Services | | | |
|-----------------|--------------|---------|------------|----------------------------|--------------|-----|------------|--------------------------|--------------|-----|------------|
| Pos | agt/ atty | FT E | \$(000) | Pos | agt/ atty | FTE | \$(000) | Pos | agt/ atty | FTE | \$(000) |
| | | | <u>N/A</u> | | | | <u>N/A</u> | | | | <u>N/A</u> |

| Type of Position/Series | Modular Cost per Position (\$000) | Number of Positions Requested | FY 2017 Request (\$000) | FY 2018 Net Annualization (change from 2017) (\$000) | FY 2019 Net Annualization (change from 2018) (\$000) |
|---|---|-------------------------------------|-------------------------------|--|--|
| Program Manager GS-12 | 84 | 1 | 84 | 108 | 0 |
| Research and Development Sociologist | 104 | 1 | 104 | 109 | 0 |
| Total | 188 | 2 | 188 | 217 | 0 |

| Non-Personnel Item | Unit Cost | Quantity | FY 2017 Request (\$000) | FY 2018 Net Annualization (change from 2017) (\$000) | FY 2019 Net Annualization (change from 2018) (\$000) |
|---------------------------------|-----------|----------|-------------------------------|--|--|
| 21.0 Travel | | | 51 | 0 | 0 |
| 25.2 Contractual Services | | | 916 | 0 | 0 |
| Total Non- Personnel | | | 967 | 0 | 0 |

Total Request for this Item

| | Pos | Agt/ Atty | FTE | Personn el (\$000) | Non- Personn el (\$000) | Total (\$000) | FY 2017 Net Annualization (change from 2016) (\$000) | FY 2018 Net Annualization (change from 2017) (\$000) |
|---------------------|-----|--------------|-----|--------------------------|----------------------------------|------------------|--|--|
| Current Services | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Increase s | 2 | 0 | 1 | 188 | 967 | 1,155 | 217 | 0 |
| Grand Total | 2 | 0 | 1 | 188 | 967 | 1,155 | 217 | 0 |